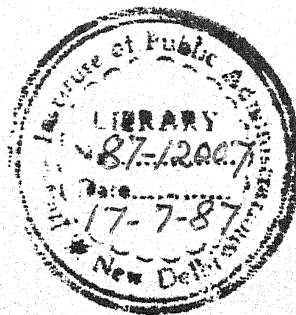


# RECORD COPY

## DELINKING UNIVERSITY DEGREES FROM JOBS

A study sponsored by the Planning  
Commission, Government of India

Prof. S.P. Verma



Indian Institute of Public Administration  
Indraprastha Estate, Ring Road,  
New Delhi-110 002.

IIPA LIBRARY



12007

## CONTENTS

	<u>Page No.</u>
I. Introduction	1
II. Problem of educated unemployment	14
III. National Merit Examination Schemes	20
IV. University Degrees and Government Jobs -- Experience of other Countries	31
V. Delinking Degree from Government Jobs -- A feasibility Study	34
VI. Conclusions and Suggestions	47

Appendix 'A' - Excerpts from the  
Proceedings of National Seminar  
on Delinking Degrees from Jobs

Appendix 'B' - Educational and other  
qualification for Recruitment to  
Public Services -- in some selected  
countries

## I. Introduction

In recent years, the increasing burden on the universities and other institutions of higher learning has led to a situation where the places of learning have become the breeding ground for frustration, alienation and anger against the society and the established system. This naturally is causing concern to all those interested and involved in administration and education.

2. With the planned socio-economic development programmes it was inevitable that there would be increasing demands for young men and women with appropriate knowledge, techniques and skills. It was also expected that the growth of education would keep in pace with the increasing needs of industry, agriculture, health, etc. Unfortunately, there has been a lop-sided increase in the number of such educational institutions producing graduates and undergraduates in fields which were not needed. As a result, there has been a disproportionate expansion of higher education in such fields as arts, commerce, education, etc., and a failure to diversify technical and vocational education at the school and intermediate levels to take care of manpower needs in such fields as agriculture, industry, trade, commerce, medicine, etc. This development has taken place despite the fact that the National Education Policy of 1968 laid great emphasis on increasing

facilities for technical and vocational education at the secondary and higher-secondary stages. It was also envisaged that the number of students to be admitted to the colleges and universities should be determined with reference to library, laboratory and other services, and the strength of the teaching and other supporting staff.

3. The failure of the education system to meet the requirements of the growing economy on the one hand and increasing number of job seekers coming out of the portals of the universities and colleges with degree or diploma but no job prospects on the other hand, has resulted in raising such question as the relevance of the university degrees to the job.

4. As a result of variety of factors the university degrees in recent years have come to be devalued so much so that the face value of a university degree is no longer recognised by a large number of employing organisations public and private. No doubt the employing organisations are faced <sup>with</sup> the problem of varying academic standards from university to university. The proliferation of the universities, technical institutes and others have added to this problem; some institutions enjoying very high national and international reputation while many others have earned the notoriety because of poor academic standards and mal-practices in the examinations. The net result is that inspite of the



'certification' from institutions of higher learning, in many cases the employing organisations conduct their own tests to find out the suitability of the candidates for the jobs. Of course, in many cases these tests are more for the purpose of 'screening' the candidates because of a large number of them applying for a relatively similar number of jobs. But even in such cases for many of the competitive examinations for technical, non-technical jobs and various administrative and managerial jobs, after the screening tests the candidates are subjected to another detailed written examinations for which the syllabus is prescribed by the selecting agencies. The syllabus is an effort to standardise the contents of the course in a particular discipline or subject which the candidate might have offered in his university or college for obtaining his degree.

5. In view of these factors, for some time an opinion has been increasing getting ascendancy that seriously questioning the whole relevance of insistence upon a university degree for recruitment to a job.

6. More than two decades back the Indian Institute of Public Administration had held a Conference on "Problems of the Public Services" from March 10-11, 1962. In one of the papers submitted to this Conference, Prof. M.V. Mathur (then Head of the Department of Economics and Public Administration, Rajasthan University) had raised the issue

whether it was essential to insist upon a university degree for most of the All-India, Central as well as State Services. His main suggestion was that for almost all governmental services for which competitive examinations are held at present, the minimum academic qualification for entry should be Higher Secondary Examination. His suggestion applies to the All India, Central as well as State Governmental services. There could be suitable coordination in the conduct of competitive examinations and in securing the preferences of candidates for various branches of governmental service. Coupled with this minimum academic qualifications should be a lower age for taking these competitive examinations; perhaps the most appropriate age may be from 17 to 19 or 20 years. (Not more than two chances to be made available to a candidate.)

On the basis of their performance in the combined competitive examination and keeping in view their preferences, the candidates could be picked out for the best available services for them. The period for training-both liberal and professional-would differ according to the requirements of the service concerned. For the topmost services like the I.A.S. and I.F.S., there could be about three years liberal training followed by one or two years professional and on-the-job training. For other services, for example, the Secretariat Services, etc., the period of liberal-cum-professional training could be two or three years only.

The three years liberal programme should include a suitable admixture of humanities and natural and social sciences. During this period the candidates should be required to attend a number of camps, work projects, etc., in rural areas as well as in different parts of the country. It is expected that this type of training will not only broaden their outlook but would also enable the trainees to appreciate the dignity of labour and have a better conception about the role of governmental officers in a socialistic pattern of society. This training period will enable the authorities to appreciate in a much better fashion the 'character' of the candidates. Thus the candidates will be able to demonstrate not only their intellectual abilities which can be judged on the basis of present-day recruitment examinations, but will also enable them to appreciate their qualities of 'character' which can be judged only over a period of time. Of course, in a socialistic pattern of society these qualities of 'character' are of paramount importance.

The three years liberal training programme could be recognised by the Inter-University Board as equivalent to the three years degree course of different universities. Thus if we originally select, say, about 125 candidates for about 100 vacancies, we shall be sending away about 25 candidates after this three years training. But these young people need not be at any particular disadvantage in choosing their

future career. They could join the teaching or legal professions or the private sector jobs. They would, in any case, belong to a fairly select group. Even at present, I understand that persons who are sent away from the Indian Military Academy are quickly picked up by the private sector for fairly satisfactory careers. The professional and on-the-job training will naturally be tailormade for the particular service to which these candidates could be assigned!

7. The issue of delinking degree from jobs was also referred to rather in an indirect manner when the Ramaswamy Mudaliar Committee on Recruitment to Public Services in 1965 made this suggestion with regard to jobs in public sector other than Class I services.

8. The Education Commission (1964-66) came up with the idea of evolving a single uniform examination which could form the basis for a national index of performance. It suggested establishment of a Central Testing Organization to be initiated by the UPSC. This organisation was to develop improvement procedures for selection of students at various levels of university education as well as to provide the necessary services to the colleges and universities by way of administering selection test, supplying the test results, etc. Recognising the difficulty in setting up of such an organisation, its suggestion was that the programme for developing such an examination be implemented in two

phases. During the first phase lasting for about three years, work should be undertaken towards developing a few pilot studies and experimental programmes. In the second phase, the organisation was to become fully operative with the necessary staff, equipment, etc.

9. The idea was further taken up by an expert group set up by the Ministry of Education which recommended holding of a national examination in various subjects at the bachelor's degree level. Similar suggestions were made by the two conferences on physics and biology in 1970 and 1971 for holding an all-India examination to test the creative thinking and comprehension of the B.Sc. students.

10. The UPSC also welcomed the proposal of the Education Commission. In 1974, the Chairman of the UPSC evolved a scheme for holding National Merit Examination in various disciplines at various levels of education which was to be made the source of recruitment to posts available in the government departments and organizations under the control of the government, including quasi-governmental organisations and the public undertakings at the Class I and Class II levels for which fresh university graduates and post-graduates are eligible. It was also intended to throw open the NME not only to the university graduates but also to those who may have acquired knowledge through correspondence courses or self-education. The proponents

of the scheme felt that the introduction of NME would arrest the un-controllable rush in universities and help to check deterioration in standards of education and discipline. The proposed National Examinations to be conducted by UPSC were to be held at higher secondary, graduate and post-graduate levels, and in different professional disciplines. Certain other advantages were also visualised through such examinations. It was felt that the National Examination would serve as a national index of performance and achievements in various fields of learning and set pace for raising standards of education. Because of the fact that these examinations were to be conducted solely by the UPSC, it was expected that this will reduce multiplicity of recruiting agencies and the heavy expenditure incurred on them.

11. The NME scheme was submitted for the consideration of the Prime Minister. At the instance of the Prime Minister, an Expert Committee under the chairmanship of Professor Rais Ahmed, comprising of representatives of Department of Personnel and Administrative Reforms and the Ministry of Education was set up to examine the NME scheme. In 1975, an inter-departmental meeting held under the chairmanship of Professor Nur-ul-Hassan considered the recommendations of the Expert Committee. It was of the view that the NME would help towards raising the standards of university courses. According to its recommendation this examination was to be held at two levels viz. 'A' level

roughly equivalent to the bachelor's degree and 'B' level at the master's degree level in social sciences, humanities, science and commerce. The Committee further suggested that this examination could also be extended to the first level professional subjects. It felt that the depth and coverage of NME should be of such standard that the government might recognise the examination as equivalent to university examinations at corresponding levels so that the universities could give credit to performance at the NME for purpose of admission to higher courses. But the Committee was of the opinion that even if such an examination was conducted by an agency like UPSC, it would not make any impact on the educational system if it was unconnected with employment. Of course, the task of conducting such an examination was to be entrusted to the UPSC because of its expertise and credibility. This scheme is yet to take off.

12. Shri L.K. Jha in his proposal on delinking degree from jobs has argued that 'both the educational system and the public services would benefit if the insistence on a degree as a pre-condition of recruitment is abandoned'. According to his idea, the recruitment of public servants should be after the plus-two stage, and the competitive examination to be confined only to those applicants who obtained a first class. The number of candidates to be selected was to be determined by the requirements of all the Class I services for which no specialised knowledge of any particular



subject was needed. It is further envisaged that after recruitment the selected candidates would be sent to a few selected colleges on scholarship or to a special college which would be set up for this purpose. The candidates would have the choice of such subjects as politics, economics, history and general sciences in addition to English and Hindi as languages. These candidates would not go in for subjects like mathematics, classical languages, chemistry, biology and others. At the end of this course of study lasting for three years, they would have to appear in a final examination which would again be competitive in nature. On the basis of this examination, they would be allotted to different services like IAS, IFS, Audit & Accounts Services, etc. etc. The proposed course of study would lead to the award of a bachelor's degree in arts.

13. Shri Jha sees quite a few advantages in this kind of scheme. Presently candidates educated in poorly staffed college or coming from backward areas suffer from certain drawback. Shri Jha feels that through this scheme they would all have been exposed to similar educational institutions and would now be competing on equal terms. Also, unlike the present system which is heavily weighted in favour of candidates offering such high-scoring subjects as mathematics, Sanskrit, Arabic etc., this would also benefit



those offering subjects like economics, politics, history, etc. Shri Jha's scheme, to begin with, is meant only for recruitment to All-India Services and Class I Central Services. He feels that once a start has been made with this scheme, it can be extended to all services for which presently a degree is prescribed as a minimum qualification. Similar schemes could also be introduced for clerical and other general supportive services. The main thrust in Shri Jha's scheme is on selection at the Plus-two stage and subsequent training thereafter with job requirements in view. This scheme is based somewhat on the method being followed by the defence forces for the recruitment and training of their officers through the National Defence Academy. In some respects the ideas of Shri L.K. Jha and Prof. M.V. Mathur are somewhat identical.

14. While the new educational policy was on the anvil both the Planning Commission as well as the Ministry of Education were concerned with the aspect of delinking degree from jobs. Therefore, the Planning Commission entrusted the Indian Institute of Public Administration with the task of undertaking a Study on 'Delinking University Degrees from Government Jobs'. As a first step a Status Paper was prepared and discussed at a National Seminar on 16th November, 1985. Almost all the organizations concerned with the educational planning and administration, Ministries and Departments such as the Department of Personnel, Ministry of Education, U.G.C.

CSIR, NCERT, NIEPA, IAMR, IIPA etc. were invited to send their representatives to this Seminar. In addition to this, invitation was also extended to Shri L.K. Jha, Prof. M.V. Mathur and Dr. A.R. Kidwai who in one way or the other were involved in and associated with some of the ideas and schemes referred to earlier in this Chapter. These administrators, scholars and experts discussed various aspects of the problem raised through the IIPA Study and provided useful inputs.\* The present Report covering the concept and measures to implement this policy was finalised taking into account the data collected earlier and the input provided by the participants of the National Seminar.

As indicated above, various ideas and suggestions have emanated from different quarters from time to time impinging on the subject of delinking degrees from jobs. Broadly this Report attempts to examine three different aspects of the problem viz. National Merit Examination, Dr. Jha's suggestion on early recruitment and training for higher civil services and delinking in the sense of reduced reliance on certification function of university systems. Some of these have a bearing on the educational

---

\* Excerpts from the opinions expressed by some of the participants are enclosed in Appendix - 'A'.

reform and policy and others on the system of recruitment in the Government in particular and other agencies in general. Conceptually it would be proper to separate these three kind of thinking. The focus of this Paper is particularly on the problem of delinking degree from Government jobs.

## II. Problem of educated unemployment

One of the main arguments being advanced as justification for delinking degree from job is that because of undue methods on a degree for all kinds of jobs, the university system is got overcrowded giving rise to deterioration in the quality of educational standards. The educational system is thus pumping into the employment market less number of job seekers either mis-matched or poorly equipped with required knowledge and learning to perform various kinds of jobs.

Underline assumption in some suggestions concerning delinking or de-emphasising the degree from the jobs is that this would ease the strain on the university system, helpfully resulting in better quality of graduates and on the other enabling the school leavers to acquire such skills and learning which could be appropriate to the jobs available and which they could be employed after necessary instruction/training.

Before examining the various proposals described in the earlier chapter, it would be appropriate to have a close look at the problem of educated unemployment and the strain on the colleges, universities and other institutions of higher learning.

Table I

Student Enrolment : Statewise

Year	Graduate No.	%age	Post- Graduate No.	%age	Research No.	%age	Diploma Certifi- cate No.	% age	Total
1979-80	23,07,924	87.1	2,65,251	10.0	29,570	1.1	45,834	1.8	26,48,539
1980-81	24,01,485	87.2	2,73,337	9.9	32,171	1.2	45,444	1.7	27,52,427
1981-82	25,88,759	87.7	2,85,892	9.7	34,588	1.2	42,827	1.4	29,52,066
1982-83	27,57,893	88.0	2,96,103	9.4	36,731	1.2	42,366	1.5	31,33,093
1983-84*	29,32,451	87.3	3,31,044	9.8	42,647	1.3	53,131	1.6	33,59,323

\* Estimated

Source: UGC Annual Report -- 1983-84

On the basis of the available data (Table I) on <sup>enrol</sup> ~~enrolment~~ at the graduates and post graduate level, it can be seen that the major burden on the university system is at the graduate level, which is about 87 per cent of the total enrolment for the period 1980-81 to 1983-84. The post-graduates and research students constitute only 10-11 per cent of the student enrolment. Those holding diploma/certificate constitute less than 2 per cent. Obviously, it is at the graduate level that the problem of overcrowding is being faced. Similarly, the faculty-wise enrolment shows that it is the arts, science and commerce graduates who form about 86 per cent of the student population consisting of both the graduates and post-graduates. Those enrolled in the faculty of engineering/technology, medicine, agriculture and veterinary sciences constitute only approximately 5, 4, 1.5 and 0.3 per cent respectively. The enrolment in the faculty of education is approximately 2.5 per cent, and in law it is

6 per cent. Therefore, the crux of the problem is really concerning those graduates offering arts, science, commerce and law, and it is in these subjects that we find that the output of the university system is at a much higher rate than what the employment market can absorb. It is the high level of unemployed amongst this category of students that is causing lot of concern to the administrators, educationists and other policy makers.

2. This is evident by the data in Table II. It can be seen that during the years 1977-80 the highest percentage of unemployed, i.e. 85 per cent, was amongst graduates offering arts, science and commerce. The unemployed amongst engineering, medicine and agriculture graduates is almost negligible (approximately 1.5, 1 per cent only). Therefore, while considering proposals regarding

Table II  
Faculty-wise graduate unemployment  
(percentage to the total)

Year	Arts	Science	Comm- erce	Engg.	Medi- cine	Educa- tion	Agri- culture	Others	Total
1977-78	45.94	23.66	15.71	1.74	0.90	9.87	0.87	1.28	100
1978-79	46.94	23.30	15.87	1.54	0.99	9.39	0.89	1.09	100
1979-80	48.09	22.35	15.98	1.45	1.02	8.68	0.79	1.64	100
1980-81	48.77	22.13	15.95	1.56	1.15	8.28	0.81	1.35	100

Source: Employment Review (D.G.E.T.)

delinking of university degree from jobs, this situation has to be borne in mind. In essence, the law of supply and demand seems to be <sup>working</sup> not too badly in the jobs requiring professional degrees. The government sector (including public sector and quasi-government organisations) and the private sector seem to absorb almost all graduates in these areas. The rise in the student population in these fields is also not very disproportionate to the needs of development and growth in the Indian economy. What should really cause us concern is the overwhelming number of students offering subjects like arts, science and commerce, which do not really equip them for the specific jobs in the organization. Nor the organizations have grown sufficiently large to absorb this huge number.

3. Another aspect of this problem also needs to be seriously looked into. We are naturally getting concerned with the ever-increasing problem of educated unemployment (particularly at the graduate and post-graduate level). That is the reason why we are in the process of considering proposals for delinking university degrees from jobs. But the figures contained in Table III tell a different story. While the percentage of educated unemployed amongst graduates and post-graduates is approximately

TABLE III

Educated Unemployment According to the  
level of education - (figures in 000's)

Year	Matriculat		Under Graduate		Graduates		Post-Graduates		Total
	No.	%	No.	%	No.	%	No.	%	
1977-78	3262	53.95	1553	25.69	1124	18.59	108	1.79	6047
1978-79	3748	54.31	1797	26.04	1243	18.01	113	1.64	6901
1979-80	4222	55.10	1982	25.87	1344	17.54	114	1.49	7662
1980-81	4657	55.10	2181	25.81	1477	17.43	137	1.63	8449

Source: Employment Review (D.G.E.T.)

20, amongst the matriculates and under-graduates it is approximately 80. As a matter of fact, the problem of educated unemployment, therefore, is of a much more serious dimension at the matriculate and under-graduate level. This does not, of course, mean that the problem is less serious at the level of graduates and post-graduates. And while we examine all proposals which aim at correcting the distortion between the output of graduates and the available jobs in all sectors, we should also not lose sight of the gigantic problem of unemployed at the school leaving stage. Any scheme regarding delinking university degree from jobs must also, therefore, embrace the school system in India, including its structure, enrolment, choice of subjects, and most important, the aspect of vocationalisation.

A major reason for the rush to colleges and universities is the lack of opportunities for jobs at the school-leaving



stage. Most of them join courses for degree with the hope that a degree may improve their chances for employment. This increases the burden on the universities system, without ensuring jobs after obtaining a degree.

In our subsequent examination of various proposals regarding delinking degree, this important aspect will have to be borne in mind.

### III. National Merit Examination Scheme

In this Chapter, it is proposed to examine and analyse proposals regarding National Merit Examination and to see to what extent it can serve the twin objectives of setting and improving scholastic standards in universities on the one hand and preparing a list of candidates for selection for various jobs in the Central and State Governments as well as public sector undertakings on the other.

2. The proposals regarding National Merit Examination (NME) are based on certain assumptions. By opening this examination to fresh graduates and school-leavers, it is assumed that the burden on the university system will be lessened. It is also assumed that it would facilitate entry into higher jobs by the disadvantaged classes because the N.M.E. would also enable those who had to accept lower level jobs immediately after leaving school and had been on the jobs for some time, to make an effort to better their prospects for higher level jobs. One of the most crucial assumption made here is that those qualifying through this examination could be appointed to jobs in government and quasi-government organisations as well as those public and private sector undertakings which may voluntarily participate in the scheme.

3. It would be but proper to analyse the extent to which the scheme would solve some of these problems. Given the

nature of the job market in the government sector, would the NME help improve the job prospects? The problem of providing jobs or making arrangements for those who do not qualify in these examinations would still persist. On the other hand it is quite likely that those who do not qualify at the plus-two level and graduate level examinations for jobs through NME may again enter university system for want of any other alternative. Thus, the probability of taking the burden off the university system remains rather uncertain. If these examinations are proposed to be held discipline-wise (in the general arts, science and commerce subjects), how would it be possible to establish linkages between the successful candidates in various disciplines and the requirement of jobs available in the government, not only at different levels of skills and choices but also with varying degrees of complexity and diversity.

4. Besides, the question arises, whether the candidates appearing in the NME from backward regions of the country would be able to compete with the candidates coming from more advanced areas. Theoretically, the same examination will be thrown open to the candidates from all parts of the country, including rural and backward areas, and with different socio-economic background. But the question still remains whether these latter candidates would have had adequate preparation in terms of teaching and coaching facilities to take advantage under the scheme. Testing

instruments have not yet reached that level of perfection where such objective tests can be evolved which are totally unbiased. Therefore, it is not really certain that the NME will give even chance to the students coming from disadvantageous socio-economic background and regional areas. As a matter of fact, even under the present system it is well-known that such candidates do suffer from a severe handicap. To what extent NME will be successful in removing these handicaps remains a moot point.

5. A major problem in implementing the scheme of National Merit Examination would be how to ensure that the results of this examination will be acceptable to State Governments and the Public Sector. Under Article 321 it is clearly laid down that "the duty of the Union and State Public Service Commissions shall be to conduct examinations for appointments to the services of the Union and the services of the State respectively". Constitutionally, the UPSC cannot hold an examination for selecting persons for appointment to the services in the State governments. The only provision which can enable the UPSC to assist the States arises when it is requested by any two or more States to assist them in framing and operating schemes of general recruitment available in service for which candidates possessing special qualifications are required. Thus, any scheme like NME would require a constitutional amendment.

6. Similarly, the participation of public sector undertakings, leaving aside the private sector, in this scheme of examinations can only be on a voluntary basis because of their being corporate entities, and some of them also being statutory bodies having the right and the power to make their own recruitment. Some of the bigger public sector undertakings already have in existence testing and examining machineries to take care of their requirements for various levels of jobs. This would require appropriate legislation by Parliament/State Legislatures.

7. The possibility that many private organisations may also like to participate in this scheme is quite remote. Not only this, it would also have some other implications such as comparability of jobs; classification of jobs and equal pay for equal work. That means that there would be a need for standardisation of jobs and salaries on a national scale. For such a scheme to be successful, the Government must first evolve a national wage and income policy as well. A coordinated effort by the organisations like the UPSC, PSCs, UGC, NCERT, etc. would be necessary to improve and evolve more sophisticated testing instruments and standard tests for various disciplines at different levels.

8. The proponents of the National Merit Examination Scheme in their zeal are really <sup>trying</sup> to tackle too many vital matters at the same time, viz. trying to lessen the burden on the university system; provide better job opportunities to those candidates who might not have been fortunate enough to undergo formal higher education earlier; setting pace for raising the standards of university courses; and helping evolve a national index of performance and achievements in various fields of learning. Thus, too many problems are sought to be taken care of by a single instrument of National Merit Examination. Vast ground would have to be covered before such a scheme could be launched requiring coordinated and synchronised efforts on the part of the UPSC, the State Public Service Commissions, the public sector undertakings, the UGC, the Association of Indian Universities and other organizations interested in devising and conducting educational test such as NCERT, ICAR, CSIR, etc.

9. It has been argued elsewhere that the UPSC would be the most appropriate body to be entrusted with the task of conducting the National Merit Examination. There is no doubt that it has the experience of conducting very satisfactorily at least two sets of examinations at the national level where more than a lakh take these tests e.g. the preliminary examination for IAS and other civil

services, and the examination for entrance to National Defence Academy. The educational level prescribed for the former being a university degree, and a higher secondary certificate for the latter. In addition, it conducts the numerous other examinations for various services throughout the year. Over a period of time, it has developed expertise in conducting such tests. There is no doubt regarding its credibility and the trust which the candidates repose in its fairness.

But the question is whether the UPSC, as it is constituted today and with its heavy responsibilities can be entrusted with the additional task of conducting National Merit Examination at the two levels to begin with, i.e. plus two stage and graduate level. This is a gigantic responsibility requiring lot of preparatory work in coordination with universities, etc.

It would perhaps be better to separate the twin objectives of the NME, viz. setting and improving scholastic standards and selection of candidates for Government jobs. The two objectives could be better served if the former objective is separated and entrusted to a body which works in close collaboration with the universities. Dr. Kidwai, the former Chairman of UPSC, has made a suggestion that the task of NME could be entrusted to a body like the Association of Indian Universities.

10. The argument of Dr. Kidwai seems to be quite valid as the A.I.U. being a representative body of the Vice-Chancellors of all the universities will have the sanctity and the support of the university system. Such a body will be able to mobilise and avail of the necessary expertise for maintaining high academic standards of this kind of examination. Thus, the objective of N.M.E as a pace setter for raising standard of university courses and helping evolve a national index of performance in the various fields of learning could be better achieved by developing a National Testing System under the auspices of a body like the Association of Indian Universities. This would not only lessen the burden of conducting screening tests by the UPSC but would also enable it to concentrate on the written examinations and interviews after the candidates are preliminarily selected out of the results provided by the National Merit Examination test. Once this kind of a national test gains validity and credibility then not only the UPSC and the State PSCs but also many public sector undertakings may avail of the facility provided by the N.M.E as a screening test.

11. Now, with the establishment of National Open University at the Centre and Departments of Correspondence Courses and Continuing Education in many universities, it



would be possible to throw open the examination to be held by AIU for all aspiring candidates irrespective of the fact whether they have undergone higher formal education or not.

The results of the N.M.E. would provide UPSC, PSCs and other recruiting agencies with a ready list of qualified candidates who could be selected and considered for suitable jobs. The UPSC and PSCs may hold, if need be, additional written examination and personality test/interviews. But such candidates need not be subjected to examination in subjects which they have already cleared through N.M.E. This will do away with the prospect of repeating the examinations in the same subjects by multiple employer organisations. It would also usefully serve some of the purposes which the framers of National Merit Examination had in mind. Such an examination would naturally serve the purpose of setting up national scholastic standards thereby helping universities to improve their academic standards (which is one of the primary UGC objectives), as well as lessen the burden on the university system by enabling other than the university graduates to take this examination. On the basis of this examination, the universities may grant fellowships to such candidates who may not be immediately interested in entering the government service but to pursue

higher post-graduate studies in the universities of their choice. This scheme of examination in the first instance may be confined to Natural Sciences, Humanities, and Social and Business Sciences.

12. However, for professional subjects like engineering, law, and medicine, examination at the first degree level may be conducted by the UPSC and a merit list prepared on the basis of this examination. Available jobs under the control of the Government may be offered to meritorious candidates qualifying in this examination. This kind of National Merit List could also be taken advantage of by the State Governments and public sector organisations. These are such subjects where the study is not merely confined to reading at colleges or at home and attending some lectures but also require practical experience in the laboratory and fields. For jobs requiring professional knowledge and expertise in these fields a degree should be prescribed in the respective fields or disciplines. However, for such persons who might have been deprived of an opportunity to study at an engineering college, a system should be devised whereby some equivalence could be established between a formal university degree in these fields and the diploma or certificate examination plus practical experience obtained on the job. Already we have examples of institutions like Engineers Association conducting

AMIEE examinations (recognised as an engineering degree). Institutes of Chartered Accountants, Cost & Works Accounts and Company Secretaries also conduct nationwide examinations and those who are successful in these are recognised as full-fledged professionals in their respective fields even though they might not have undertaken a formal university education.

In this connection, the proposal of the Bar Association of India to make the Law Degree a professional integrated course is most appropriate. If this scheme is implemented, it should be possible for deserving candidates to take a five-year integrated course after a Plus-two examination. This step would result in less crowding in the Arts, Commerce, Science Colleges, etc. as a degree would not be required for qualifying for the law examination. These are examples whereby high professional standards have been maintained through conduct of examinations by associations of professionals. By encouraging such professional institutions also we may be able to lessen the burden on the universities and enable candidates to qualify for professions without the necessity of formal university or college education. All such examinations must be thrown open to plus-two candidates. The UPSC and PSCs need not conduct another set of examination for such candidates who have been duly found qualified in their professional examinations. However, this need not

preclude the Commissions from having some kind of a examination to identify persons with required special knowledge and experience in these fields.

13. The advantage of the above-mentioned scheme would be that the total burden of conducting a National Merit Examination would not fall merely on the UPSC but would be shared by such bodies as AIU, UGC, CSIR, ICMR, ICAR and professional association of Chartered Accountants, Cost & Works Accountants, etc. It would also serve the purpose of taking off the burden from colleges and university departments teaching Humanities, Natural Science, Social Sciences, Commerce, etc. where the largest population of the students is to be found. From the Table IV below it is clear that these students pursuing studies in subjects of Humanities, Social Sciences, Commerce and Natural Science constitute not only the largest segment of the student population but also constitute the great majority of unemployed and the job-seekers.

Table IV

Faculty-wise enrolment of graduates, post-graduates : Percentage to the total enrolment

Year	Arts	Science	Commerce	Engg. Tech.	Medicine	Education	Agriculture	Others	Law	Vet. Science	Total
1979-80	40.6	19.2	19.5	4.5	4.2	2.8	1.5	0.7	6.7	0.3	100
1980-81	40.5	19.4	20.1	4.7	4.0	2.6	1.4	0.7	6.3	0.3	100
1981-82	40.3	19.6	21.3	4.4	3.9	2.4	1.3	0.6	5.9	0.3	100
1982-83	40.2	19.9	21.4	4.1	3.6	2.4	1.3	0.6	5.8	0.3	100
1983-84*	39.1	19.8	22.4	4.7	3.6	2.2	1.3	0.7	5.4	0.3	

\*Estimated

Source: UGC Annual Report --- 1983-84.

IV University Degrees and Government Jobs  
-- Experience of other Countries.

Earlier, in the Introductory Chapter, we have summarised the proposal of Shri L.K. Jha<sup>and others</sup> regarding Delinking University Degrees from Higher Level Administrative Jobs, wherein he proposes All-India Competitive Examination at the Plus-two stage to be confined only to the first divisioners. Before examining the feasibility of Delinking Degrees from Government Jobs in depth, it would be appropriate to make a brief survey of the relationship between University Degrees and higher government jobs in some other countries. We have selected for our survey some of the developed and developing countries such as Malaysia, Thailand, Philippines, Nigeria and Kenya, UK, USA, West Germany, Canada, France, Australia. With the exception of Kenya and Australia, university degree is a must for administrative (managerial) jobs in Malaysia; jobs for levels 3 and 4 in Thailand; administrative class and scientific class in UK\*; for Grades 5, 6 and 7 in USA\*\*; higher services in Federal Republic of Germany;

\* The Fulton Committee in UK had in 1968 proposed that graduates, post-graduates and their equivalent should be employed, in their earlier years at any rate, either as a specialist (architects, scientists, engineers etc.) or in one of the new groups of administrators. The Committee had also recommended that future recruitment should not be made as "generalist" administrators. Instead, they should be recruited to a specified range of jobs in a particular area of work, at any rate during their early years.

\*\* A degree is the minimum qualification for direct entry to these levels through Federal Service Entrance Examination.

administrative class in Nigeria; administrative and foreign service categories in Canada; first grade jobs in the Philippines, etc. In France, there are two sets of examinations for entry into ENA (Ecole Nationale d'Administration -- the first examination is open to young French nationals aged under 25 years and holding a university degree.) Australia is the solitary example amongst the developed nations where until recent years, except for those professional or scientific jobs for which an university degree was an essential requirement, there was little active interest in the recruitment of graduates. There was no distinction made between a university graduate and a high school pass candidate as both were supposed to start at the bottom. However the Public Service Board is now making sustained efforts to attract able graduates, and students are being encouraged to undertake full-time university training.

2. In some of the developing countries, recruitment to administrative services is on the basis of promotion by passing several type of internal examinations. Only for professional services a university degree or registration of an appropriate national board, society or similar official organization (of engineers, etc.) is required. (Please see Appendix 'B' for educational qualifications for different jobs in Malaysia, Thailand, Nigeria,

Philippines, UK, USA, Federal Republic of Germany, Canada, France and Australia).

3. From the above analysis it is evident that by and large a university degree is considered a pre-requisite for higher administrative jobs. Of course, in almost all countries, a professional degree is essential to become an engineer, doctor, architect, judicial officer, etc. without any exception, it is a recognised principle that either a university degree in the respective profession or a certification by the recognised body of professionals is essential.

V. Delinking Degree from Government Jobs  
-- A Feasibility Study

In his proposal, Shri L.K. Jha mentions that the basic reason for more colleges in India stems from the feeling that degrees lead to jobs because for most jobs in the Central and State governments as well as in the private sector a degree is prescribed as a minimum qualification. Shri Jha feels that 'both the educational system and the public service would benefit if the insistence on a degree as a pre-condition of recruitment is abandoned'. As an alternative he suggests that this recruitment should take place after the Plus-two stage, restricted to first-divisioners, and the number of selected candidates roughly equal to the requirement of all the All India and Central Class I (Group 'A') services for which no specialised knowledge of any particular subject is needed.

2. It would be worthwhile to analyse whether the desired effect would be obtained if Shri Jha's idea is implemented. Even if a degree is not made a pre-condition to such jobs, there are thousands of other jobs in public and private sector where a degree is a requirement. For performing a variety of functions such as teaching, research etc. a number of persons should still be going in for university education. Therefore, the crux of the problem is not that the over-crowding under the university system will cease by



non-insistence on a university degree for Class I jobs. People go in for university education for a variety of other motivations. In the social set up in India, a degree is also an indication of one's social status and wealthiness. A large number of girls go for the university education because socially it is considered desirable for marriage also. One has to take into account the fact that at present level the number of Class I jobs may not be more than 5 per cent. The needs of various other sectors of the society have also to be taken into account as the university system caters to their needs.

3. To ensure that public services benefit from this scheme, Shri Jha has also suggested that after recruitment the candidates should go with a scholarship to a few selected colleges or to a special college set up for this purpose. According to him besides compulsarily learning English and Hindi as languages, they should have a choice of other papers including politics, economics, history and general science. They should also be taught about India's economic development and progress since Independence. Subjects which, according to him, are not to be made part of the course include mathematics, classical languages and science subjects like chemistry, biology, etc.

4. At the end of this course of study lasting three years, the candidates would be subjected to a final competitive examination. On the basis of the result of this examination as well as the interview, they would be allocated to different services. Also, at this point, they would receive a B.A. degree which Shri Jha feels would be useful if at a later stage it is considered necessary to send them for post-graduate or doctoral work.

5. The essence of this scheme is that only the brighter students would be allowed to compete at a fairly young age (17-18 years); they would undergo education at selected colleges or a special college, and at the end of the three-year period of education they would be subjected to another competitive examination before being absorbed in one of the All-India or Central Services. It is obvious that what has been suggested is keeping in mind the present philosophy and structure of the Class-I services where only a general education is considered enough. In the present-day when administration is involved in a big way in the process of socio-economic transformation with the help of science and technology, is it enough for them to read history, economics and politics? Why should we presume that study in such science subjects as chemistry, biology and mathematics is not necessary ?

6. Notwithstanding all these criticism of Dr. Jha's proposal, it would be worthwhile to give it a serious trial. If certain safeguards are built - in the scheme, it could provide a wider choice of administrators coming from all regions and all classes of Indian society resulting in a truly 'representative bureaucracy'. To meet one of the major argument against Dr. Jha's proposal i.e. depriving those who come from backward region or class and flower late, some percentage of Class I jobs could be reserved for those who had joined government service after school-leaving at an early age but subsequently gained administrative experience on the job. This would take care of such candidates who could not or did not avail of the competition at Plus two stage, but subsequently obtained a University degree through private or distant education. This proposal pre-supposes that educational facilities are available in a uniform manner to all the students at the higher secondary level from whichever part of India they come or whichever kind of school they might have attended. The question to be examined is whether this scheme would achieve the desired result, i.e. opening of the higher services to candidates coming from all classes and regions of India? Perhaps, the proposal to have a 'model' high school (Navodaya) in each district under the new Education Policy would, to

some extent, prove to be useful in furtherance of this scheme.

7. The proposal to award scholarship to all the successful candidates after the competitive examination at the Plus-two stage is a desirable feature of this scheme. There are two alternatives for the candidates after they are successful in the examination. Either they may attend some selected colleges or a special college. If a special college/academy is opened for this purpose, it would be somewhat on the lines of the National Defence Academy for training and educating Defence Service Officers. In India, we have had a long tradition since British days of insulating the defence services from the general civil populace. But, would it be in keeping with our democratic milieu to have a totally separate college for 'would-be administrators' where they would have no contact or interaction with the students and teachers in other disciplines? Already, a feeling exists that there is quite a gap between higher administrators and the general public. Creation of such a special college where the civilian 'cadets' would keep themselves aloof from the general run of the community and the public may result in isolating these future officers from the society which they are supposed to serve subsequently.

5.

8. The other alternative appears to be somewhat better whereby the candidates, after being successful in the competitive examination, may be given the choice of enrolling in a few selected colleges/universities. This should not pose much of a problem as quite a number of good colleges exist even now. There should be no restriction on the choice of subjects to be pursued by the 'cadets'. If at all some subjects are considered essential for their study, these could be taken up after they qualify for different services and undergo induction programmes in their respective academies/training institutions.

9. Shri Jha's proposal has quite a few advantages. But before implementing it one more aspect has to be carefully examined. As envisaged, the successful candidates, after undertaking three years of study in some selected colleges, will get a 'degree'. When they study along with other students and take the same academic examination, an anomalous situation may arise if 'other' students fair better in the examination. This system gives only one chance at the plus-two stage and those who have missed this chance and may do better later on in their college/university career would lose the opportunity to enter Class-I services.

10. As per Dr. Jha's proposal only one entry point has been provided for induction into All India and Group 'A' (Class I) Central Services, after the competitive examination at the plus two stage. This would be a very radical step

and would give rise to several other problems. Even now though a large number enter these services as a result of the competitive examination, some quota is provided for <sup>those</sup> already in service. Therefore, even if it is decided to recruit bulk of the <sup>Group 'A'</sup> civil servants at the Plus-two stage, provision should be made for some percentage of jobs at this level for those who after leaving-school went for higher education and subsequently obtained a degree. In this case also it would be desirable to keep the doors open only for those who obtained first division in degree examination. What is being suggested is a 2-level entry in All India and Class I Central Services; one, through competitive examination at the Plus-two stage (about 70% of posts) and two, at the graduate level for 1st Divisioners and those who joined government service at a lower level of job with a school certificate but graduate subsequently. Both the British and the French system provide for entry into Administrative Services through a limited competitive examination for those in service.

If this proposal is accepted necessary changes would have to be made in regard to the minimum age requirements, which could be as follows:

For those taking the Exam after 'plus two' - 17-19 years

For those taking the Exam after graduation - 19-22 years

For those in service taking the Exam after graduation - not more than 25 years.

10. Earlier we had discussed the educational qualifications required for higher administrative jobs in various developed and developing countries. A broad survey of the requirements for clerical, semi-technical and equivalent jobs indicates that in no country more than a high school level education is necessary for performing these functions.

11. In India also, though no university degree is required for many jobs in Group 'C' (Class III) for general categories, yet the actual position is that hundreds of graduates and post-graduates apply for and are selected for these jobs. However, in some cases, even for jobs in Group 'C' a degree is prescribed as a qualification. Thus, we find ourselves in a situation where students after spending a number of years in the university or colleges are performing jobs of a clerical or general nature which really do not require knowledge got through a university education. Therefore, it is desirable that the idea of delinking degrees from jobs in government must be first implemented at this level, except for those jobs which require some technical knowledge. A high school education or equivalent educational qualifications should be the only requirement for entry into these jobs. Of course, it remains a moot point whether graduates can be barred from applying for jobs where only high school level education is prescribed. This, again, raises questions of constitutional and legal rights. Opinion from legal experts would be needed before degree-holders can be banned from



applying for jobs at this level. For technical jobs in Group 'C', a high school certificate plus a diploma or certificate from an appropriate vocational/technical institute should be adequate.

12. So far as the Government is concerned, the largest percentage of jobs are in Group 'C'. Any reform measure touching educational requirements is going to affect the most at this level alone. Therefore, it would be desirable to undertake a comprehensive review of the qualifications requirements for various jobs at this level. A job analysis exercises needs to be conducted by respective Departments. Because unless the content of the job becomes clear, it would be difficult to determine the nature and level of knowledge required for performing a particular job. In the past also need for job analysis has been emphasised from time to time by the Second and the Third Pay Commissions but some-how-or other this was not implemented. In the U.K. as a result of the recommendations of the Fulton Committee, an exhaustive job analysis exercise has been carried out.

13. The need for vocationalization of education has been discussed earlier through many other fora. Education Commissions have also been emphasising on this in the past. And yet not much has been achieved in this area. If plus-two examination is to be taken as a terminal examination, certain consequences follow which have to be borne in mind while

discussing the question of delinking degree from jobs. The New Education Policy, re-emphas<sup>es</sup> the aspect of vocationalization and certain steps have been suggested in this direction.\*

14. The selection for most of the jobs in the government and public sector at the level of Group 'C' & 'D' would take place either after the 10th class or the Plus-two stage. Subject to a clear-cut job analysis, it is presumed that for jobs at the Group 'D' level 10th class or below 10th class educational qualification would be more than adequate in most cases. But in case of Group 'C' jobs, some additional instruction/training would be required to supplement the knowledge gained in the school to enable them to perform the jobs in a satisfactory manner. The responsibility for equipping these candidates would be that of the employing organization. It really means a very massive effort to install some kind of an apprenticeship programme lasting for 2-3 years at the school-leaving stage. After the completion of this period of training the candidates would be appointed on regular jobs. This would have the advantage of taking the burden off the university system and imparting the candidates as much knowledge, skill and technique which

---

\* National Policy on Education - 1986 - Programme of Action, pp.28-38 (Government of India, Ministry of Human Resource Development, Department of Education, August 1986).

would be useful for them to carry on ~~their~~ job instead of wasting this period in a college or university and acquiring academic knowledge which may not have much relevance to the kind of task which they are expected to perform. During this period, a well-knit training programme (both class-room and on-the-job) would have to be devised and the candidates treated as persons who know that they have a lot to learn before they receive the regular appointments. This would bring seriousness in their study and learning.

15. For jobs of a technical nature at the level of Group 'C' at the time of selection the qualification laid down would be such where only those candidates would be eligible who have undergone vocational/technical education upto Class XII. This would really require a much better and exact assessment of manpower needs in the government and public sector organizations and their needs as well as the intake of students in the various technical and vocational institutions *and* ~~as~~ in general schools offering vocational training. In some cases, like the Plus-two candidates selected for jobs of a general category, those candidates would also be required to work as apprentice for a period of 2-3 years as required for the needs of the different technical branches where their services may be needed.

16. The selection for both general category and technical jobs at the level of Group 'C' should be preferably entrusted to the Public Service Commission/Staff Selection Commissions

wherever they exist. The objective of having a single examination on an All-India basis after the high school level seems very laudable and attractive, because it can very well be argued that it will help towards achieving uniform standards in the schools throughout the country. But a centralised test or examination has its own problems. Therefore, the pragmatic approach would be to let the staff Selection Commission at the Centre and the PSCs or Staff Selection Committees in the States undertake the task of holding a competitive examination for selection at this level. This would, in a way, take the burden off the UPSCs and PSCs so as to devote their time and attention to jobs at Group 'A' and 'B' level.

17. The courses in the technical and vocational high schools would also have to be redesigned so that the candidates even during their stay in school can prepare themselves for jobs which they may be required to perform in organisations after their selection.

18. Another step which needs to be taken to strengthen the vocationalization of education is to provide for vocational courses in the universities and colleges also. An attempt in this direction has already been made in a few cases. But this needs to be carried out still further. Many colleges instead of offering general academic courses would be helping the students a great deal if they also

give them an option to take the vocational courses. On an average, most of the university and college buildings are being utilised only for a few hours. Their capacities and facilities can be put to a much greater use if this course is adopted.

19. Similarly, many of the directorates of correspondence in the universities also offer courses of a very general nature. There is no reason why the students desirous of pursuing technical/vocational education are also not provided facilities through correspondence courses. It is hoped that while framing curricula the Open University at the national and state levels, would bear this in mind.

It is heartening to note that the Indira Gandhi Open University is already planning a few specialised management and specialised courses. In addition to lessons being sent to correspondence students, they should also be provided with facilities for practical experience/laboratory/workshop.

## VI. Conclusions and Suggestions

To sum up, there is no simple answer whether university degrees should be delinked from jobs per se. But there are compelling reasons to initiate steps to de-emphasise the necessity of a degree for most of the jobs in the organised sector including central and State Services, and the public and private sector. Prima facie, there are ascending levels of knowledge, skill, complexity and responsibility in any large organization. There ought to be a proper correlationship between the requirement of the job and the knowledge and skill possessed by the incumbent of the job. In the present times, with the advancement of science and technology, our society is still in a state of transition where we have to find persons who are required to perform varying jobs ranging from most simple ones requiring very little knowledge or skill to the most complex and sophisticated jobs requiring higher level of knowledge, sophistication, analytical and conceptual skill.

2. The purpose of higher education is naturally to equip people who have the aptitude and the ability to acquire higher and deeper knowledge. The institutions of higher learning, therefore, enrich the society and help improve the quality of life. In the Indian context, unfortunately,

almost from the very beginning of British Rule a discernible feature has been to view these as manufacturers of Babus and officers for administration. After Independence also there has been no basic change in this situation. There is no doubt that some graduates would be needed to serve the administration, but it does not mean that the colleges and universities exist only to cater to the exclusive needs of central and State services, and public and private sector. Therefore, the answer to the falling standards of the university education and the inability of the system to absorb all job-seekers need not lead us to outright rejection of any linkage between university degree and jobs. We should also recognise that there are jobs and jobs, and the bulk of the jobs do not require university degrees. The proposals contained herein can be summarised as follows:

- a. For all professional jobs (engineers, doctors, lawyers, agriculture scientists, etc.) a professional degree should be required. The UPSC at the central level and PSCs at the State level may continue to recruit people on the basis of this requirement. Over a period of time a system needs to be evolved by the UPSC, in collaboration with the professional institutions of engineers, doctors, Medical Council, etc. so that a unified National Examination in each field is held and candidates



are picked up from this list by the central and State Government and public sector also. The UPSC already holds such an examination for Engineers and Doctors for central Government jobs.

- b. For all university teaching/research jobs, an appropriate degree at the post-graduate level is essential. The UGC has already initiated a scheme of having a combined examination for selection of fellows in different disciplines. To some extent, this would help towards evolving uniform standards in the universities and help achieve academic excellence through the competitive efforts.
- c. Government may consider the feasibility of holding a national merit examination in each discipline (Arts, Science and commerce) at the graduate level. This examination could be conducted by the Association of Indian Universities or UPSC. A syllabus will be prescribed for such an examination but <sup>they</sup> ~~there~~ will be no insistence on possession of a degree. The purpose of such an examination would be to have a merit list of graduates at the national level in each discipline. All those qualifying in this examination need not be subjected to examinations in the same subject by other ~~employe~~ organizations in the government departments and public sector. This

certification should be adequate. This would also serve the purpose of admission to P.G. classes in the universities and providing fellowship to those going for further education after graduation.

- d. For higher administrative services where knowledge in any particular scientific or technical branch is not needed, the UPSC may conduct a national competitive examination at the plus-two level (for First Divisioners). The number of candidates selected on the basis of the result of this competitive examination would be determined according to the total needs of the various services. The selected candidates would undergo a 3-year educational programme in a selected university or college. At the end of 3-year period after obtaining a graduate degree they would have to appear for another competitive examination on the basis of which their allocation to various services will be determined and they would be sent to their respective service Academies. Another alternate proposal would be that after competing their 3-year educational programme they are sent to a common civil Service Academy where they are taught specialised subjects pertaining to administration/management skills etc. for a year. At the end of this one year's training, a competitive examination would be held on the basis of which the candidates would be

allocated to various services and sent to their respective service academies for one year's orientation/induction in their respective services or departments.

- e. For State administration (General Services) also such a competitive examination at the plus-two level may be held. Eventually, after necessary preparation, national merit examination at plus-two level could be held.

All the requirements of the State/Central Services, public sector etc. could be met on the basis of the result of such an examination. The private sector employers could also be persuaded to pick up candidates from National Merit List.

- f. Clerical - (Stenographic) etc.

For most of the jobs not requiring technical education, selection could be made after 10th class and the employing organisations should instal an apprenticeship programme lasting for about two years on completion of which these candidates could be provided with regular appointments.

For Group 'C' jobs (Executive), selection could be made at the plus-two level after which appropriate departmental training/education for about 2 to 3 years may be given by the employing organisations. For Group 'C' (Technical) jobs, the educational requirements would be plus-two but these students would be required to possess certificates from technical/vocational schools/institutions. Appropriate on-the-job practical training would be imparted to these candidates by the recruiting organisations before they are absorbed in regular jobs.

Professional bodies like the Institute of chartered Accounts/Cost Accountants/Town planners/company Secretaries hold competitive examinations. The educational requirements for appearing in any one of these examinations, as far as possible should be at plus-two. Those candidates who have successfully passed examinations through these professional competitions need not be subjected to examinations again by selecting bodies like UPSC/PSCs etc. This would lead not only to better professional standards but also obviate the need or necessity for the candidates to rush to a college or a university.

3. Action for Implementation

- a. Re-classification of Jobs: The present four-fold classification in the Government Services is based on the factor of salary. This classification might have been useful in the past but it is not very scientific from the point of view of the requirements of personnel administration today. All jobs in the Government should be delineated and defined so that there are distinct levels of responsibility, complexity, judgement etc. A comprehensive exercise in job analysis needs to be undertaken by all services/cadre authorities/departments in the first instance. The purpose of such a coordinated exercise in job analysis is to evolve common job standards. Once job standards are clearly laid down it should be possible to prescribe necessary educational qualification and work experience etc. for job at each level. This would also help in identifying large number of government jobs for which a degree is not needed. In future, if a degree is to be done away with as a pre-requirement for jobs and with greater emphasis on vocationalisation, a large number of candidates would enter service at a younger age and at lower levels, but this should not close the doors for future vertical mobility to professional jobs. It is envisaged that through on-the-job experience, and

taking advantage of evening classes, and the centres of continuing Education, correspondence courses and Open University system many such candidates would acquire higher knowledge and skills and can look forward to better jobs. The system must provide for such opportunities towards vertical mobility.

b. Need for Manpower Planning

A review of manpower strategy since Independence highlights certain bright features, and yet glaring shortcomings are also discernible as evident from the paradoxical situation of under employment and unemployment in an economy of development and growth. A significant aspect of India's manpower planning has been an over-emphasis on the long-range (macro and global) planning, neglecting in the process, micro-planning at the Department or Service Level.

The ARC Study Team on Personnel Administration noted that there was very little attempt at detection of incipient trends which are likely to continue in the future and the quantitative estimation of future needs. The reason for this may be attributed to the fact that authorities at all levels were not fully associated in the task of manpower planning for the government. The Commission while recommending the establishment of Central Personnel Agency emphasised on the need for

personnel planning in government, becoming in due course an integral part of manpower planning in the country as a whole.

Manpower planning for the public services has necessarily to be linked with educational planning and vice versa. Manpower planning agencies do consult with appropriate educational institutions where competitive examinations are not a condition precedent to recruitment. But there is scope of greater coordination and consultation between the personnel planning authorities and the educational and training institutions, i.e. bodies like UPSC, UGC, CSIR, ICAR, ICMR etc.

#### Setting up National Testing Organisation-

##### c. Devising Objective Tests

Devising objective tests and other necessary tools of examination and to test knowledge, understanding and aptitude is a gigantic task. Already organisations like the NCERT, UPSC and Psychological Division of Defence Research and Development Organisations have developed quite a few tools, to test aptitude, knowledge, leadership quality etc. A coordinating National Testing Organisation should be evolved through which the knowledge and experience gained by these organisations could be pooled if the scheme for the conduct of merit examinations at national level is to succeed.



As far as possible all admissions to institutes of higher learning in the field of professions, technology, etc. should be on the basis of an aptitude test. Vocational guidance facility in schools and other educational organisations need to be strengthened. Necessary steps may be taken in this direction.

d. Vocationalisation

This aspect has been dealt with by many other Committees. The National Policy on Education (1986)-Programmes of action lays down constructive steps towards vocationalisation. The action in this sphere needs to be accelerated. More and more colleges and university centres of Continuing Education should offer courses and training in job-oriented courses.

e. Human Resource Development

The Administrative Reforms Commission in their Report had recommended that on an average each organisation should devote 1 per cent of its resources for human resource development. All employers whether in the Government or in the private sector must assume their responsibility of education/training for those selected candidates who join their organisations either after High School or at the plus-two stage.

f. No new colleges/Universities

Serious consideration should be given to the problem of increasing number of colleges and universities. A policy decision should be taken whereby, except to meet the educational needs of backward/tribal areas, no new colleges or universities should be started. In recent years, there has been a tendency in many States either to take over the management of privately managed colleges or opening of new colleges to cater to the needs of the political pressures and demands. This haphazard and unplanned increase in the number of colleges (especially Arts and Commerce) has worsened the situation and thrown into the employment market thousands of ill-educated graduates with very little skill or knowledge required for the jobs available. Hard decisions on the part of the State Governments and strong disincentive measures on part of the bodies like UGC are needed.

g. Employment Opportunities - National Income and Wage Policy

Another important aspect which has to be taken into account is the scope for employment in the organised sector (both public and private)., while considering the implications of delinking degrees from jobs. Reform in the method of examination and recruitment intended to be carried out through the Bodies like

UPSC and PSCs by and large covers employment in the government(public) sector only. However, the data in Table V indicate that while about 67 per cent employment is to be found.

Table V

Employment in the organised sector classified by public and private sectors and broad industry divisions as on March 31

(in 000s)

Year	Public Sector		Private Sector		Total	
1977	13876	(66.89)	6867	(33.10)	20744	(100%)
1978	14441	(67.21)	7043	(33.78)	21484	(100%)
1979	14679	(67.07)	7208	(32.93)	21884	(100%)
1980	15078	(67.59)	7227	(32.40)	22305	(100%)

N.B. (Figures in brackets are the percentage to the total)

Source: Employment Review.

In the public sector, this still leaves about 33 per cent of jobs in the private sector. Therefore, any scheme which is evolved to tackle the problem of employment on one hand and educational reform on the other must take note of this. Any decision regarding delinking of degrees from jobs must form a part of a national policy applicable to all sectors.

Certain constitutional and legal steps would be necessary so that the private sector also falls in line with the Government and public sector in getting proposed scheme implemented. This would entail laying down Job standards as in U.S.A. Similarly, as mentioned earlier, some constitutional changes would be needed if there is a single national merit examination for jobs conducted by the UPSC or AIU. There has to be some legal sanction behind the results of such examination. If it is made voluntary for public and private sector undertakings to choose candidates as a result of such examination, they may be reluctant to do so.

- i. Another related aspect of the broad problem of matching educational qualifications with the jobs is the principle of equal pay for equal work. This also touches such issues as equity and social justice. We have to evolve national income and wage policy. The absence of such a policy will frustrate all efforts towards achieving either common standards in jobs or common standards in the university and educational institutions.
- j. In the planned development for the society, besides employment in the organised sector, the self-employed also form a significant number. In future, there

- 60 -

should be a greater emphasis on training and education for those who are self-employed. The greater the encouragement to people in this sector, the lesser would be the burden and demands on the public and organised sector.

\*\*\*\*\*

## APPENDIX 'A'

### Excerpts from the proceedings of National Seminar on Delinking Degrees from Jobs.

Dr. L.K. Jha:

... no matter what educationists say to government which in turn is responsible to public opinion, it keeps on providing the kind of education for which there is pressure from the community. ... So the motivation for a degree as an entry ticket to the examination or interview or whatever it is was in the minds of parents and transmitted through them to the children and transmitted through the electoral process to the governments.

When I talked of delinking degrees I also had in mind other changes in the vocational system. There is need to start with a vocational system. There is need to start with a vocational bias right from the earliest stage.

Unless we give a vocational tinge to the educational system right from the word go, then it is my expectation that those who have tried to get into the services at the plus-two stage and found that they have not been successful, will have the freedom to decide: should he not now begin a vocational course which might be more helpful to him, because the other avenue does not seem to be very promising. At the same time, those who are inclined to study a subject for its own sake either because it interests them or because they want to become teachers or research workers, will of course go on. Secondly, if after recruitment they are too young and not groomed enough to assume the responsibilities of public services, I would like them to be educated further up to degree level in subjects which are relevant to the kind of jobs for which they are being groomed. This training will be at the expense of recruiting authority. ... if we extend this

principle throughout our economic field than all employers would recruit at a younger age; pay for the higher training whether it is a degree or technical course.

So my approach in this matter has been that to the extent possible, not only government but banks, business-houses, technical institutions should recruit people after a basic level of general education which plus-two provides. To the extent higher education and training for skills is necessary, they should provide for such training and pay for it. This will equalise the chances and prospects between poor students and rich students and will relieve the educational system of a big financial burden. It will also prevent the waste which takes place when having trained people they do not get a job in which their training is relevant.

Now I come to the point of view of the recruitment authorities concerning services like Class I and IAS. In Government recruitment there are jobs where prior knowledge of particular subject is essential e.g. for economic service only economists are recruited, in the engineering services only engineers are recruited. There the degree has a link with the service to which recruitment is made. A degree should continue to be required for that service.

One can have two possible alternatives. One is that at the very first recruitment at the plus-two stage\* candidates are allocated to different services. After this is done the syllabus of study in the first three years would be oriented to the service for which he has been chosen. The other variation is that at the time of initial selection or allocation in regard to various services will remain open. For this purpose, a subsequent examination after the three-year educational course will be held.

---

\* When it was introduced the whole logic of plus-two was that it should be a specific period when general education comes to an end and a new chapter starts.



Depending on the service, the course of training will vary. However, it would be better to make the allotment to different services after the training of a certain educational level has been given. At that time, the candidates will be more mature and would be competing on more equal terms whether they come from backward areas or poor families because during the last three years they would have been subjected to the same kind of education, in a similar kind of institution or may be in the same institution. The testing at this stage would be on the fairer basis and they would be in a better position to make their choice<sup>of</sup> service at a slightly more mature age.

During their subsequent service also, after every 8 or 10 years they should be exposed to further training or otherwise allowed to improve their knowledge and skills. to

Dr. A.R. Kidwai:

... There is a background why the British rulers gave importance to B.A. degree (Bachelor Degree). It is because they were running the administration in English language and they wanted to give emphasis to English and Western education. Even for recruitment to ICS (for exams conducted in England) only senior Cambridge was required; a degree was not necessary but for those who appeared for ICS in India degree was necessary. Too much emphasis was given to degree even for recruitment of excise inspectors, police inspectors, court officials etc. Degree became necessary because the Britisher wanted to ensure that the candidates had a good command of English language. Even after Independence, the aspirations of people in India continued to be to obtain a university degree because they thought that if their children could get education - by education they meant a university degree - then they could get a job. Degree became a kind of passport to employment to such positions of advantage where they could improve their own lot and also of their families. The result is that it has led to so much misuse of degrees and mal-practices in obtaining a degree that one cannot imagine. It has led to mass copying. ... There are number of cases of fake degrees and fake mark sheets. ... degrees today have no validity as regards division, as regards the performance of the candidate. That is why if PSC want to recruit really competent people, it has to conduct its own examination.

Against this kind of background the UPSC on the recommendation of the Kothari Committee decided to introduce the Multi-stage selection process for IAS and other civil services. At the first stage of a screening test the number is reduced to a reasonable number of candidates who could then be given a written test to find

out their ability to express themselves in writing and finally could be examined in greater depth. The final and the third stage was where one could judge his ability to orally answer questions and also intellectual qualities of alertness of mind and personality.

The screening test where every candidate can get his potentialities tested has proved to be a boon. Because if he qualifies in the preliminary then he can spend more time prepare intensively and appear in the written test. So this has changed the outlook and has increased the scope for selection of candidates for All-India and Central Services.

When the suggestion was made for National Merit Examination (NME) to be conducted as a basis for All India and Central Services, the UPSC had also introduced competitive tests for medical examination, N.D.A., combined Defence Services etc. Now all major examinations of UPSC are conducted by this kind of test which has been made possible by the use of optical scoring machines, which are capable of screening, analysing and computing the results at the rate of 3,600 sheets per hour.

In one of the biennial conferences of State Public Service Commission conducted by the UPSC, a resolution was adopted that because every State Public Service Commission does not have this kind of facility and service for screening thousands of candidates those who apply for State Service Commission could also take the screening tests of the UPSC and then can opt for 1 All-India Service or Central Services and (2) State Service. As a result some of such candidates may be taken for the Central Services, other qualifying candidates may be referred to the States concerned. The State PSCs may then conduct their own written tests and interviews. This kind of a facility for screening

test by the UPSC ensures help for State Public Service Commission without taking away their functions.

It is high time that in India we develop an education testing service. ... the best thing would be that the Association of Indian Universities may conduct the National Testing Examination because as a representative body of the Vice-Chancellors of the universities, it will have the sanctity of the university system. Then they will be able to maintain with responsibility the necessary expertise and level and standard of this kind of examination.

.... when you conduct examinations which is valid and which enjoys confidence, then not only Government will utilise this kind of an examination but also other agencies and organisations may utilise it as a screening test.

Prof. M.V. Mathur:

In U.P. <sup>in</sup> early thirties or mid-thirties intermediate qualification was required for getting into Provincial Civil Service. Degree requirement came much later. Even today in the Government of India in certain services like Railway Engineering (Jamalpur) the entry is after the plus two stage. This is an example of dual entry: those with engineering degree qualification and others who after plus two stage underwent training in Jamalpur .

There is another example of dual entry in the Indian Military Academy, Dehra Dun; some are graduates with technical and other degrees while others are those who joined NDA after plus two stage and underwent three years academic and military training. The proposal which I have in mind (i.e. prescribing minimum qualification as the plus two stage) for entry into All-India Services and All State Services does not say that this should be the only entry. The age group for this kind of recruitment should be 17-20 because after entry they would have to undergo educational/training for 3-4 years more. The Academy where the recruits to higher civil service will be educated for atleast 3 years could itself confer a degree on the officer trainees, or for the purpose <sup>of</sup> conferring degrees this academy could be affiliated to an appropriate university.

If they spend these 3 years together they will understand each other better. Common programme of secularism, scientific temper and team work could also be introduced. I want to bring more and more the idea of cooperation and socialistic work so that the character of the people becomes like the Members of a team working for each other. We want during these 3 years not only academic programmes, but other programmes whereby these young boys and girls are enabled to go and see in the

raw the challenges which the country faces. They will be able to absorb and become much more suited for the future work.

It has been indicated that this kind of a scheme can go against the interest of the poor people because boys from poor families may not be able to come up well. There is a feeling that often young persons coming from backward regions and deprived classes do not flower into real good students until they go to the university. Therefore, in my scheme of things I would like to suggest that 10 to 15 per cent of those positions should be reserved for lateral entry but without requirement of a degree.

I also agree with the view that it is the employers' responsibility to bear the cost of education and training. Today, in our IITs and engineering colleges we find that the cost of their entire education is being borne by the public exchequer.

In the medical and engineering colleges as well as in the National Defence Academy entry at plus two stage already exists 'de facto'.

Dr. K.N. Kabra:

The issues that we have before us can be divided into two parts - (1) concerning the impact of the scheme of 'delinking degree from jobs' on the educational system, and the other on the recruitment. Though they are very closely inter-linked it is better to keep the two issues separate.

The nature of the scheme as it has been suggested i.e. doing away with insistence on degrees for entering into Government, public or private sector, without reduction of the age of entry then the scheme will be qualitatively different. If there are people who have requisite qualifications and can pass the test in recruitment without university degree they can come up. But at the same time if the age is also reduced then obviously it will become a discriminatory system. Because then our educational system, the impact of family background, the schooling system would become far more inequitable than the university education system, in terms of impact, family background and equality of opportunities. ... but the basic difficulty would be with regard to a very large part of our organised sector where one finds employment in the corporate sector, in trade, industry, services etc. Presently, we have no system of recruitment where there are mandatory qualifications and there are strict and objective system operating in the Government sector. Therefore, under the present system if the scheme of delinking is implemented then it would be by and large confined to the Government sector alone. I am not sure whether one could impose on the private sector various kinds of restrictions, making the selection procedures objective and less discriminatory and less discretionary. It would be qualitatively difficult if delinking is done for the whole of the organised sector jobs rather than for jobs in Governmental sector only.

I would tend to think that if a proper job analysis of various kinds of positions available in the Government is done by the people who are experts in the field of personnel management, it would reveal that probably at that level of generalist jobs some kind of very highly specific qualification is not required and the people could be made to learn things after plus two stage of education.

... Coming to the question of higher education many studies have shown that attraction of Government jobs is just one small fraction in creating the demand for education. It is the attraction of a large number of other factors - prestige, status education for its own sake, etc. All these things are also important. Just by making selection at the stage of plus two, we would be preventing large number of people who are motivated to enter the Government system from the higher education particularly because of the fact that the universities do not provide just a degree alone. Even given the quality of our education in our universities, the fact remains that there is a world of difference between the kind of life, experience one gets in our universities and colleges even in the most of the towns, then what one gets in schools. We will be getting poorer quality of civil servants who will be denied the opportunity of sensitization and socialisation.

Another important thing which deserves some attention in this regard is that education cannot be regarded only as an instrument for certain things, it is an end in itself.



Prof. Yash Pal:

We seem to be thinking that if we do not have a degree we do not have learning opportunities. That is not what should be implied. Learning opportunities and possibilities should, if at all, be enhanced, it is not only the question of using the universities for getting a piece of paper which bothers us, but also a large educational system - universities requiring a great deal of uniformity equal amount of competence or incompetence, balancing how many courses to take for this and that. There is a tremendous inertia in the system. And the time constraint for any real change to respond to the requirements of very fastly changing social situation is very large. I think the combinations of competence and learning which are required <sup>are</sup> very large in number. Requirements of degree almost does not allow these combinations.

.... I have a feeling in this dyanmic world where the outside world changes every few years self-learning is going to be much more important than a degree one got 10-15 years ago. As time goes by, the degrees which we earned will be less and less meaningful. They already have very little meaning for what we are doing except in the sense that we have an opportunity to sit in a learning atmosphere. Why not increase the learning atmosphere ?

... In the future world, even in the present world we actually do not recognise degrees to the extent we ought to. In all the places, whether it is private sector, public sector, UPSC and so on, additional examinations are being held any way. We do testing initially of various types. So more attention needs to be paid to the mechanism of testing for different kinds of jobs. One may even think of some testing service outside the university system, which may be of different type and

not necessarily a degree. Let it be known and let there be a bit of speciality as to where and what you want to learn and there should be ample and large learning facilities.

I do believe personally that if the requirement of a formal degree decreases the pressure on the universities, if people who come just for a formal piece of paper, would reduce.

I do not think that (those who qualify, for administrative jobs at the plus two stage) should be made to learn in **any** academy. I am sympathetic to this proposal but we do not want homogeneous or indoctrinaire people. There should be lot of free opportunities for learning. We do not want just one brand of people. I think we should give more respect to individuals and give them more choice.

Prof. Kamta Prasad:

To me it appears that the issue posed is not in terms of linking or delinking degrees from jobs. Delinking will be too drastic a step. There are some advantages with the linking system and there may be a danger of throwing the baby with the bathwater. So let us preserve the advantages of the present system but at the same time let us take care to see that the disadvantages associated with the present system do not persist. It is likely that if you delink degrees from jobs then instead of students rushing to colleges, the rush to coaching institutions will increase.

... So what I suggest is a multiple system. Let us call it a multiple entry system. Apart from that, let us also allow for those who flower late, so that there is a scope for those who are in service and who can get an opportunity after serving for 5-10 years to come and compete for All India and Central Services, etc. Let us not close the doors and let us encourage them by enabling them to avail of academic leave and scholarship etc.

Entirely

I think this will serve our purpose rather than delinking the present system and starting an new set up. Because this will have several consequences - economic, administrative and ecological.

Dr. Brehm Prakash:

In the Report of the Expert Group on the beneficial linkages between education and employment, the main theme was roughly around the same topic - restoring the structural linkages between education and employment. ... We looked at delinking degrees from jobs as a major question which will be instrumental in making both the education as well as employment market less rigid, more open and flexible. I think the problem needs to be looked into with that point of view. It is not only the question of some particular recruitment or any particular category or segmented labour market but this needs to be seen in the context of the future, in the context of changing nature of the jobs slot. ... We are caught up in a very difficult /developed situation which is far worse than the ~~the~~ countries because we have at the same point of time various kinds of job requirements. The same educational system is trying to match with this broad spectrum of jobs. I think that is the critical situation. It is a structural problem and this means reduced emphasis on certification function of education, rather than putting it as sharply as 'delinking'. It is reduced emphasis of delinking function which would really be helpful in promoting openness in both the sectors.

It is very fundamental change because it is like what price is to an economist - you change the price and the quality and the structure and the content . even the definition of commodities may change. Similarly, the certification function of education which performs both functions; those which are exchangeable i.e. which can be cashed in the market and non-exchangeable kind of functions like the weddings or social demand of educated people etc. So I would suggest that reduced reliance on certification would be very important.

There are several implications of this which will have to be taken into account and which need to be looked at. Because if we do not create pre-conditions for reduced reliance then it would result in more regressive method rather than progressive. It may not be able to help us in achieving several of social objectives if certain pre-conditions both for school education and employment market are also not done. That is where for instance age becomes an important aspect.

## APPENDIX 'B'

### Educational and other qualification for Recruitment to Public Services -- in some selected countries

#### Malaysian Public Service\*

The report of the Cabinet Committee categorises Public Servants into groups A, B, C & D.

<u>Group</u>	<u>Entry qualification</u>	<u>Job Classification</u>
A University Degree		1. Administrative (managerial) 2. Professional 3. Non-professional
B. Diploma or Higher School Certificate		1. Non-professional (direct recruitment) 2. Technical
C. School Certificate		1. Technical 2. Clerical 3. Manipulative (including stenographers)
D. Lower than School Certificates		1. Messengerial 2. Industrial Manual.

- At present, only jobs requiring special expertise not available among Malaysian citizens, are allowed to be filled by expatriates and, even then, only on a contract basis (p.9).
- Relationship between education and recruitment system:
  1. Most of the graduates in the public service have degree in management, administration, and professional work.
  2. Some services, like the Administrative and Diplomatic Service of Malaysia are open to all recognised degree holders in all disciplines.

---

\* Ahmad Takiyuddin bin Shaari, in Asian Civil Services Technical Papers - Vol. 2, Recruitment & Selection - Malaysia & Thailand. Ed. Amara Raksasataya and Henrich Siedentoph. APDAC, Kuala Lumpur, Malaysia, 1980.

3. The National Institute of Public Administration, the Universities and other institutes of high learning, including technology, produce diploma holders in various professions and occupations.

Thai Civil Service\*

1. Civil Service Commission (CSC) is the Central agency charged with recruiting personnel for the entire civil service.

Entry generally requires the incumbents to hold college degree or vocational school certificates in various fields. As for personnel officer class 3, should possess a bachelor degree or the equivalent etc.

2. At present, for the positions of entry levels (levels 1, 2, 3 & 4) passing the competitive examination is a pre-requisite.

3. Qualification required for different levels is:

Levels	<u>Academic requirements (minimum)</u>
1	Secondary School Certificate or the Lower Vocational School Certificate
2.	Higher Vocational School Certificate (equivalent to 3 years study beyond secondary school level)
3.	Bachelor or master degree.
4.	Generally a prescribed length of service is required, but applicants with doctoral degrees, or degrees in medicine, dentistry, veterinary medicine can be installed through competitive examinations in level 4. For Finance and Accounting etc. 2 years job experience in the related field is essential. In this case degree in Accountancy is not required.

However, the centralised examinations conducted by the CSC were only for the 3rd and 4th class positions.

The curriculum for the 4th class officials examinations, incorporated basic arithmetic, social studies; a language test, basic knowledge

---

\* Wilars Singhawisai



of the Constitution, Civil Service Rules and Regulations, and clerical knowledge as required by the jobs.

The word "degree" means college degree and a vocational certificate equivalent to the bachelor degree, must also be approved by the Commission. (Position, classification in the Thair Civil Service - Civil Service Commission, 1977).

Civil Services in United Kingdom\*

Chapter II - The Social and Educational Background of Civil Servants.

Page 20 ... Educational background and qualifications:-

1. The administrative class is dominated by arts, graduates, especially in history and classics; social science, mainly economics etc.
  2. The scientific officer class is no less heavily dominated by natural science graduates, especially in physics, mathematics, and chemistry and also some from technology.
  3. The present minimum educational qualifications for direct entry into the intermediate classes generally require a school leaving age of 17 or 18, but generally the medium members left school in 16th.
  4. To meet these new tasks of government the modern civil service must be able to handle the social, economic, scientific and technical problems of our time.
- . The Civil Service - Fulton Committee Vol. 1 --

Chapters 2 & 3

1. It is important that those who have entered the service direct from school and have the ability to rise to the position of high responsibility, should be given the required experience and encouraged to gain the qualifications, that they will need for this purpose.

The Committee proposed that graduates, post-graduates, and their equivalent should be employed, in their early years at any rate, either as specialist (architect, scientists, engineers etc.) or in one of the new groups of administrators. This has been suggested keeping in view the demand of the change (social, economic, administrative, industrial etc.) that has taken place over the time in the country.

And recruitment of these should be by interview.

---

\* The Civil Service, Fulton Committee Report 1966-68  
Vol. 3(1)

2. They mean that in future recruitment should not be made as "generalist" administrators, and intelligent all-rounders -- the widely different jobs covered by the "generalist" concept. Instead, they should be recruited to do a specified range of jobs in a particular area of work, at any rate during their early years.
3. Two broad categories of administration - the economic and financial and the social. The aim should be to recruit those with the best qualifications, aptitudes and qualities for the jobs falling within one of these broad groups, relevant experience will also be an important consideration.
4. In-service training is required:
  - The main emphasis of the Committee is that the best candidates - with the education, training and attitudes appropriate to it - should be recruited.
  - All non-specialist graduates should be recruited centrally by the concerned Civil Service Department. Two methods have been suggested (1) Written Examinations -- questions related to the problems of modern government, (2) Extended interview procedure (existing method).
  - The 18-year-old entry to the Executive Officer grade, should be recruited centrally by the new Civil Service Department on the basis of "A level" results at school and interviews.
  - The 16-year-old entry (school leaves with "O level") by individual departments, through ad hoc grouping arrangements, particularly on regional basis.
  - The Executive Class:  
Between age group 17½ and 28, GCE qualifications, including passes at advanced level.
  - The Clerical Classes:  
Ordinary level of the GCE or an equivalent educational qualification.
  - The Specialist Classes:  
Particular scientific, professional, academic or technical qualification and some time relevant practical experience. Scientists, engineers, architects, accountants, lawyers, doctors, psychologists,

librarians and a wide range of other as well as their supporting staff.

Proposed changes in recruitment procedure

- a) Specialist staff (both graduate and non-graduate)
- b) Graduates for the administrative groups
- c) The non-specialist "A level" entry.

Managing the Civil Service - John Garrett -  
Heinemann: London 1980 --

He found, as Fulton did, that the expertise and competence of the higher Civil Service in Britain had to be raised, and to do so the service had to insist on relevant qualifications and tough, practical training for people with managerial skills.

Chapter III:

Under the new scheme, external graduate recruits and internal applicants, with honours degree or two years' service, are selected for the administrative trainee (AT) grade. After selection they get two to four years variety of postings and two eight-week periods of training at the Civil Service College.

• Lord Gower's Report pointed out that

- (1) The graduate entry into the AT grade was considerably larger;
- (2) In fact the <sup>Oxbridge</sup> bias was somewhat greater than at the time of Fulton's social survey;
- (3) Increasing graduate recruitment at the Executive Officer level.

In 1968, 300 graduates had come at this stage (5% of the total recruitment to the grade) in 1977 it reached to 1,800 (50% of the total). Between 1971-75, instead of recruiting upto 175 candidates externally and 75 to 125 from inside the Service, at the above grade, but factually 125 to 129 come from outside and only 17 to 55 from serving officers. From 1976-80, an average of 103 per year, were external and 43 internal recruits.

It was also realised that nearly all external ATs had been fast streamed, whereas an internal AT had only 50% chance of being fast streamed.

CSD's Behavioural Science Research Division had shown that the performance of ATs from within the service was as good as the externally recruited ATs, when streaming decisions and ratings of future potential were made internal candidates did less well.

This entry of Oxbridge students at ATs level was questioned by the employ union, and considered to be Oxbridge bias selection. Because very often arguments from selecting body were given that there was 'a correlation' between the talents which the service is looking for and the ability to get high incomes, that these talents are inherited and therefore rather more public school people come in because they had inherited some talents and their parents have been wealthy enough to send them to a public school. In passing, he (Sir Douglas Allen, Head of the Civil Service) drew attention to the heavy representation of Oxbridge in the House of Commons. The Civil Service Commission thought that this trend is because in certain kinds of schools and Oxbridge Colleges people have been encouraged for higher range of public service among their career choices. It seemed that a high proportion of able school leavers entered Oxbridge, and graduates from this colleges were encouraged to apply for the AT Scheme, and high proportion of them did well in the qualifying tests.

(Another important fact was the radical change in the direct Executive Officer entry -- Originally intended for 'A' level school leavers, the proportion of graduate entrants at this level had risen from 4% in 1964 to 48% in 1977).

### French Civil Service \*

The school has an annual intake of about 150 students 100 from outside the service and 50 from within. Of the external students, 80 will have gone from school at 18 to a university for three to five years studying for a law degree and diploma in economics from an institute of Political Studies. The other 20 will have passed through one of the institutions which run parallel to the university system. These entrants must be under 25 and will have spent five or six years in higher education preparing for admission to ENA. The 50 internal candidates usually graduates, are selected by competitive examination and must be under 30 with four or five years' service. They prepare for entrance to ENA at Institute of political Services.

Entrance to the ENA is by competitive examination. On admission to ENA, students become civil servants. In France, the state trains its administrators in such a way that the private sector finds them as well qualified as the graduates of business schools.

The Expenditure Committee had been impressed by the ENA, as the Fulton Committee. The Committee proposed the creation of a new higher management training system which would be based on an examination in 'specific subjects' e.g. constitutional law, economics, international affairs, the domestic political process and management and planning in government. It found, as Fulton did, that the expertise and competence to the higher civil service in Britain had to be raised and to do so the service had to insist on relevant qualifications and tough, practical training for people with managerial skill.

### Training of Civil Servants in France

There are two sets of examinations being conducted by Ecole Nationale d'Administration (ENA) for the recruitment of (1) the student examination - it is open to young French nationals aged under 25 years and holding a University degree : A Bachelor's degree (Licence) in Law, Arts, Science, or Economic Sciences, the Diploma of an Institute of Political Studies.\*\*

\* French Ecole Nationale D'Administration (ENA)

\*\* B.C. Mathur, Training Division, Ministry of Home Affairs, Government of India, 1969.

United States Civil Service\*

A. Recruitment falls under two broad categories:

- a. Grade 1 to 4: These are the non-graduate levels of managers, clerks, stenographers, computer operators, mechanics, laboratory assistants etc. The usual entry is for high school leavers and less. To the grade 4 category 'junior college' graduates (2 years study after high school) are taken. Recruitment is decentralised in 65 centres, under the supervision of the Civil Service Commission.
- b. Grade 5, 6 & 7: The degree is the minimum qualification for direct entry to these levels. Through Federal Service Entrance Examination (FSEE). A degree in any subject leads to non-scientific positions, but including many professional ones like O&M, Personnel, editing and writing, economics, information etc. This is a qualifying examination. Better the performance higher the grades. For applicants with usually outstanding academic record the FSEE can be dispensed with.

C. Management interns:

The best performance in the FSEE are interviewed, and selected ones are being offered position of 'management interns'. They enter different agencies and are put through a programme of practical training throughout the agency for two years. A management intern with a bachelor's degree is started on GS-7 and one with a master's degree on GS-9.

D. GS-9, 11, 12 & 13

These are points of a usual professional and higher technical entry for categories such as engineers, scientists, doctors, and lawyers. A Master's degree holder qualifies for GS-11 and a Ph.D. for GS-12, or 13.

Recruitment is through review of training and experience, supplemented by interviews, deciding factors are the quality of the degree and experience.

E. Senior level positions at GS-13, 14, 15

Limited recruitment takes place at this level. Both education and experience are insisted upon.

\* Personnel System in the US Federal Service:  
IIPA, 1971, by A.V. Seshanna.

At least 6 years of experience are required.

At the GS - 5, 7, 9, 11, 12, 13, 14, 15 - the qualification requirements progress from a bachelor's degree to a Ph.D. and evidence of creative research.



Civil Service in Federal Republic of Germany

There are four classes in the federal service:

1. For the "Simple Services"

An elementary school education. They provide the messengers, porters, and lower clerical staff.

2. "Middle Service"

An elementary school education, followed by one year of prescribed training and passing of an examination conducted by government. They perform the higher clerical functions, and the more mechanical and routine tasks.

3. "Elevated Service"

A secondary school education, followed by 3 years of prescribed training and passing of a State held examination. They perform the more executive functions of public administration, which do not involve much principle or policy.

4. "Higher Service"

A degree in law, social sciences, science or technology. The candidates have to pass an examination and enter on a training programme in the government departments for three years, at the end of which they have to take a second examination. The examinations are competitive.

They have to perform the most responsible functions such as supervision of work in ministerial departments etc.

For careers in the federal service calling for other specialised knowledge and training, a variety of degrees in the fields of technology or science have been prescribed. There are, therefore, two broad types of careers within the higher service -- the general administrative and the specialised.

---

\* Civil Service of the Federal Republic of Germany:  
A.V. Seshanna - IIPA, 1971.

### Nigerian Civil Service\*

The structure of the service has been closely modelled on the pattern existing in the United Kingdom.

#### 1. The administrative class

Recruitments are for the lowest level of Assistant Secretary grade II - from among honours degree holders.

The higher grades are all filled by promotion.

#### 2. Professional and scientific classes

The section includes: engineers, doctors, scientists, accountants, tax officers and auditors. These posts need specialised degrees.

#### 3. Higher Services

There are three major groups

- a. Senior staff of the Police Organisation:  
Recruitment to the cadre of police officer is from among high school leavers and not from among graduates. The initial level of recruitment is lower than in the administrative and related classes.

- b. Custom and Excise Officers & Postal Officers

Recruitment is from among high school leavers, but intermediates and graduates may also enter and in that case they are started at a higher point in the scale.

#### 4. Other classes

- a. General executive classes

Direct entry is at two points (1) degree holders - at the level of executive officer and (2) non-graduates - at the level of assistant executive officer.

- b. The Technical Class

---

\* The Federal Service of Nigeria: Seshanna, IIPA, 1971.

c. The clerical class

Entry to this class is a general certificate of education.

d. The clerical assistant class

The required qualification is class IV (passed) in an approved secondary grammar school.

e. Typists

f. Stenographers

g. Messengers, etc.

Civil Service in Canada\*

The educational requirements are high school for the Administrative Support category, diploma of a technical institute for the technical category and the appropriate degree for the "Scientific and Professional" and "Administrative and Foreign Service" categories. For the latter category there is a scheme of recruiting "Administrative Trainees"; The 'trainees' themselves form an "occupational group" in which the young graduate is trained in the departments for two years, at the end of which he is placed in one or other of the occupational groups of the "Administrative and Foreign Service" category in the department.

---

\* Civil Service in Canada -- Seshanna, IIPA, 1971.

Civil Service in Australia<sup>\*</sup>

Until recent years, except for these professional or scientific jobs for which an university degree was an essential requirement, there was little active interest in the recruitment of graduates. There was no distinction made between an university graduate and a high school pass candidate, as both were supposed to start at bottom.

The Board is now making sustained efforts to attract able graduates. Students are being encouraged to undertake full-time university training.

But tradition is still strong that ability to do a job should be the major factor in promotion. So university graduates even with outstanding academic record, have to start at the bottom of the clerical/administrative category along with matriculates.

Cadet recruitment programmes designed mainly to attract professional or technical staff. Cadets are usually recruited through the School leaving. Some are recruited after entrance in the university. The selected officers undertake full-time studies by university or technical college for a degree or diploma.

---

\* Civil Service and Salary Structure in the Commonwealth of Australia -- S.P. Verma, IIPA, 1971.

Civil Service in Philippines

All the positions in the competitive service are divided in 3 grades, educational requirements for each of these are:

First grade	:	College degree
Second grade	:	High School Certificate
Third grade	:	Two years in High School

---

\* Civil Service and Salary Structure in the Republic of Philippines: S.P. Verma, IIPA, 1971.

Civil Service in Kenya

- The Subordinate Service -- Comparable to Class IV services in India.
- The Clerical Service -- Education requirements - Kenya Primary Examination (7 years of school).  
  
For Clerical Officers Grades -- 2 years secondary school education. A Cambridge School Certificate holder enters this service directly.
- Junior Technical posts -- Minimum education qualification required is the Primary Education Certificate.
- Technical Services -- Normally, persons with school certificate (4 years of high school) are recruited to this service. Then they are given 3 years training in poly-technic or similar institutions.
- Secretariat Service -- Typists, etc.
- Executive Service      {
- Accountants            { The educational requirement is
- Personnel Officers    { East African Certificate Examination (11 years).
- Administrative Services -- On the basis of promotion, several type of internal examinations have to be passed plus work experience at A2 and A3 levels.
- Professional Service -- Normally require a university degree or registration of an appropriate National Board, Society or similar official organization (Engineers, etc.).
- Super-scale posts -- Promotion.

---

\* C.S. & S.S. in the Republic of Kenya - Verma, S.P., IIPA, 1971.